

# THE DEPARTMENT OF STATE



# Bulletin

Vol. XL, No. 1029

March 16, 1959

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OFFICIAL  
WEEKLY RECORD  
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UNITED STATES  
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THE DEPARTMENT OF STATE

# Bulletin

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## The U.S. Interest in the Middle East

by William M. Rountree

*Assistant Secretary for Near Eastern and South Asian Affairs*<sup>1</sup>

It seems a long time since 1935, when I left Georgia for the uncertainties of life in Washington. Although it has perhaps not been long in years, it has been long in men's lives. Much history has been made, particularly in the area which has been my principal field of work over the past 15 years: the Middle East, which I use as a general term embracing the Near Eastern and South Asian region. I hope you will permit me to reminisce for a while on some of this history.

My own association with the Near East began in Cairo during the war, when the United States and its allies were fighting a sometimes desperate struggle against the Axis threat. That struggle was successful. Our experience gave hope that, regardless of how great may be the threat to man's freedom, a determined resistance can turn it back.

The world emerged from the war to face new problems and new threats.

### Greece, Turkey, and Iran

In the years which followed, my official concern moved to those important nations which lie along the southern frontier of the Soviet Union, particularly Greece, Turkey, and Iran. As I look back on those years I consider myself fortunate to have been a witness to some of the dramatic and successful struggles of these free-world nations. I was fortunate to have participated in the program proclaimed the Truman doctrine, under which the United States expressed its willingness to assist nations which desired help in the maintenance of their independence and sovereignty.

In Greece in the immediate postwar years that nation faced a threat which was not only psychological and economic but military as well. Communist guerrillas, who created a civil war, brought new suffering and terror to the Greek people. The Greeks have seen the face of international communism and have turned it away. Their soldiers participated valiantly as a part of the United Nations force in Korea. Their country has now been restored to a point where the need for United States aid has diminished and where a confident government has tackled courageously other remaining problems, including that of relations with Turkey and the question of Cyprus.

We cannot but have the highest praise for the statesmanship and the recognition of the need for understanding which were displayed by all parties, Greek, Turk, Cypriot, and British, as they recently reached agreement upon the basis for a final solution of the Cyprus question.<sup>2</sup>

Turkey, already in the forefront of the nations of the world with a full understanding of the Soviet threat, was given greater economic and military strength through our United States aid program, which began in 1947. The courageous contribution of the Turks to the Korean war was a measure of the common bond of interest which existed between us then and still exists today. Turkey still faces serious economic problems, but with the cooperation of the free-world nations recent large-scale credits have been extended that have made possible an economic stabilization program which we hope will ease the situation.<sup>3</sup>

<sup>1</sup> Address made before the Civitan Club, Macon, Ga., on Feb. 27 (press release 140 dated Feb. 26).

<sup>2</sup> For a Department statement on the Cyprus agreement and messages from President Eisenhower, see p. 367.

<sup>3</sup> BULLETIN of Aug. 25, 1958, p. 322.

Both Greece and Turkey are staunch members of the NATO alliance.

My years in Iran, and in Washington handling our relations with Iran, were particularly interesting. Iran has long faced directly problems posed by Soviet pressures. There have been in Iran itself both a fear of the Soviet Union and a desire to minimize friction with her large northern neighbor. This was further stimulated by Communist-backed political activity which cooperated with certain Iranian elements in the takeover of the government, resulting in the departure of the Shah briefly in August 1954. The Shah returned a few days later, after these forces were overthrown. The months that followed saw a patient rebuilding of Iran's internal strength and confidence. At the center was a controversy over the status and future of the oil industry which was finally settled through the diligent negotiations assisted by Mr. Herbert Hoover, Jr., and Ambassador Loy Henderson. It was my privilege to work during this critical period with Mr. Hoover and Ambassador Henderson in their patient efforts.

Today Iran's problems have by no means ended. The United States, in July of last year, indicated its willingness to accentuate its support for the Baghdad Pact nations through the conclusion of bilateral agreements of cooperation with Turkey, Pakistan, and Iran.<sup>4</sup> The Soviets, wishing to prevent this further strengthening of Iran's security, sought to obtain Iranian agreement to a new Iranian-Soviet pact. We understand that the negotiations broke down because of Soviet objections to Iran's entering into purely defensive arrangements with other countries. The Iranians have been under increasing Soviet pressure since.

These years in these countries have been on the whole encouraging times, although grave problems remain. Out of the great troubles which followed the war, however, these nations have recovered, and we in the United States owe much today to their courage and determination.

I have mentioned particularly our relations with Greece, Turkey, and Iran because those are the countries with which I was primarily concerned in the immediate postwar years. I wish time permitted a review of our relations with each

of the countries in the area and a summary of the programs of these nations to achieve the aspirations of their peoples, including the development of their security, economic strength, and well-being.

For example, Pakistan, another state participating in the Baghdad Pact and a member of SEATO [Southeast Asia Treaty Organization], is working to conquer many problems which have faced that nation since independence.

And India, under Prime Minister Nehru, was not during these years in full agreement with us on certain aspects of international policy, but the Government of India has built a strong and impressive democracy. We owe much to it for the demonstration of freedom which it has made in Asia.

The years in Greece, Turkey, and Iran were followed by my appointment first as Deputy Assistant Secretary and then as Assistant Secretary of State for Near Eastern and South Asian Affairs. Many do not envy me my job. Sometimes each day seems to bring a more difficult problem or a new and more perplexing aspect to an old one. There are times when it appears that most of the problems of the area are insurmountable. But I believe there could be few more interesting and fascinating jobs, and the knowledge of the importance of our relations with the countries of the area, with which we have so many common interests, compensates adequately for the hard work.

#### **Organization of the Department of State**

When I discussed with the program chairman an appropriate subject for my talk today he thought you might be interested in hearing something of how we operate in the State Department as well as a review of some of the foreign-affairs problems of concern to me.

May I at this point say how deeply all of us in the Department regret the illness of Secretary Dulles. It is our strong hope that he may soon again be able to work with us and guide us in the complex problems of world affairs. His great wisdom and dedication to the principles for which our Nation stands render him a public servant of the greatest value to the United States. In the temporary absence of Secretary Dulles, Governor

<sup>4</sup> *Ibid.*, Aug. 18, 1958, p. 272.



Herter, the Under Secretary, now ably heads the Department of State.

Perhaps most of you know generally how the Department is organized. Paralleling Governor Herter for economic matters is the Under Secretary for Economic Affairs, Mr. Dillon. Directly assisting Governor Herter are a Deputy Under Secretary for Political Affairs, Ambassador Robert Murphy, and a Deputy Under Secretary for Administration, Ambassador Henderson. These four officers, with the Secretary, constitute the top echelon of the Department.

At the next echelon are a number of bureaus, five organized geographically to deal with the principal areas of the world; my own Bureau of Near Eastern and South Asian Affairs is one of the five. Every aspect of our relations with the nations of this area is of primary concern to me. My associates in the bureau include officers who are expert on each country and territory. In carrying out our day-to-day operations we draw also upon the vast resources of other agencies which are involved directly or indirectly with international relations.

#### **A Typical Day**

Let us take a typical day. It begins with reading the most important cables and reports from the 14 embassies and 20 consular posts in my area. These may cover a variety of problems, or the bulk of them may concentrate on various aspects of a few major ones. It may be a frontier dispute or a water dispute or a crisis in some vital negotiations. Not infrequently the issues are highly charged with emotion or excessively complicated by history. We learn the views not only of the countries directly involved but frequently of neighbors with vital interests in the problem and of other major powers which might be concerned.

Next comes the daily staff meeting of the Secretary, where officers from the various bureaus and other senior officers gather with the top echelon. There the major problems of each bureau are set against a global background. The Secretary may add pertinent comments or information of his own and give guidance upon major questions. We then leave to work out these questions and others with our staffs, perhaps in a rapid series of meetings to make decisions and to issue instructions to our posts abroad.

The rest of the day becomes an unpredictable stream of visitors, conferences, and papers. Staff members bring memoranda with recommendations for the Secretary and other senior members of the Department. The Deputy Under Secretary, who keeps in close touch with the Pentagon, may have views from the military to express. The Legal Adviser may be consulted on an important aspect of international law. The Assistant Secretary for Economic Affairs may point out aspects of economic policy which must be considered. If the matter is before the United Nations, we must learn the views of the Bureau of International Organization Affairs. The Bureau of European Affairs will make known the views of our European friends or may predict what the Soviet Union may do in the face of a given situation. And when a Departmental position has been reached, it may then be necessary to consult any of a number of other agencies, such as the International Cooperation Administration, which handles aid policy, or the United States Information Agency, our "voice" abroad.

Then there are the visitors from outside. Foreign ambassadors or other representatives reinforce views which have been expressed by their governments or make new approaches, either on problems affecting their governments or concerning policies of the United States. Their views not infrequently conflict with those of some previous visitors or represent criticism of some action we may be required to take.

Of great importance also to us are visits of our own citizens. They may be businessmen with interests or problems in a particular country, expressing views or seeking advice. They may be newspapermen who desire background information on a situation. They may be representatives of citizens' groups interested in world affairs. They may be labor leaders who are interested in international labor questions. Or we may be called to the Capitol to speak to individual Members of Congress or to committees and through them to make known particular aspects of foreign policy problems.

The day may close with diplomatic functions where, in a less formal atmosphere, problems are reviewed, often in a more personal and informal way. New ones may be raised. We then go home to rest for the next day's activity, not unmindful

that even in the middle of the night the telephone may ring and the Watch Officer in the Department may convey some interesting and sometimes startling new development.

In the course of our operations we do not, of course, deal solely with problems and crises. Fortunately much of our effort represents the day-to-day discharge of normal and routine responsibilities involved in friendly relations with other nations. In recent years the number of crises and problems, however, has greatly increased. It is imperative that we deal with them quickly and effectively. Aspects of our national security are often at stake, and many of these problems are puzzles of unmatched pieces which can never be put together completely. Yet, because the issues are so fateful to the stability of a peaceful world, we cannot escape their challenge to our leadership role. Each new challenge faced and overcome brings the satisfaction of the measure of contribution to history and, more importantly, to the maintenance of world peace.

The United States, more by circumstance than by choice, has great responsibilities in the Near East and South Asia. We have a longstanding sympathy for the peoples of the area and a deep respect for their own faith and religion. Added to these is the very great significance which this crossroads area has for us and our friends in the modern world. Its resources are, in particular, the lifeblood of Europe and of much of the free world's defense. The communications links in the area are of very great importance to many nations throughout the world. And the friendship of the people is vital.

Our aim is to assist the free nations of the area, as they may desire, in order to strengthen them and, where there is a mutual interest in doing so, to build their defenses against threats of aggression. It is our firm belief that so long as we deal with free and independent countries our broad relationships can be maintained on a basis that is mutually beneficial in all aspects. We have never sought and do not seek privileges inconsistent with the sovereignty of these nations.

#### **Policy of the Soviet Union**

Casting a shadow over our legitimate interests in the area is the present policy of the Soviet Union. Motivated by its own ambitions in the

area and by the designs of international communism, the Soviet Union seeks to characterize our relations with nations of the area as a threat to its own security. The Soviets have, particularly since 1955, been firmly determined to eliminate by every diplomatic, economic, subversive, and psychological means our influence from the area. We do not underestimate the seriousness of this challenge.

Soviet moves in the area have been spearheaded by a psychological and diplomatic campaign designed to identify Soviet interests with those of the nationalism of the local peoples and to discredit the Western powers. These moves have been supported by extensive credits at low interest rates, permitting certain of the countries to purchase military equipment and to obtain economic and technical assistance. At the same time the Soviets have kept alive local Communist machines in the countries of the area for use as seems expedient in the achievement of their basic objectives.

This Soviet offensive has been helped in some respects by national sensitivities of new nations emerging from past relationships with the West and yet relatively unfamiliar with the ways of international communism. The Soviets have also been assisted by opportunities created by political disputes in the area to sow discord among the nations and between them and Western countries. Yet each day in the area the Soviet aims, the hidden Soviet strings, and their tactics become more apparent.

The Communist threat is not, of course, the only problem in the Middle East. Far from it. The area is troubled by deep disputes and grave indigenous problems which complicate its relationship to world currents. Since World War II this region has been characterized by dramatic changes in which old relationships and forms of control have been sharply challenged. Changes in government, and indeed in regimes, have been frequent.

The Arabs have for many decades expressed hopes for a greater measure of independence for the Arab lands and for closer unity among the peoples of these lands. Gradually the states of the area have become independent, and the various formal relationships which bound them with the West have been broken. One manifestation

of the Arab desire for greater unity was the formation of the United Arab Republic by Egypt and Syria. Pan-Arab nationalism today is a manifestation of longstanding Arab aims.

### **The Arab States and Israel**

During these same decades there was a growing conflict between the Arab states and the increasing Jewish population of Palestine over the Jewish desire for the establishment of a national homeland. In 1947 the creation of the State of Israel climaxed this long struggle. Many nations, motivated by the plight of the Jewish people and by the long association of the race with Palestine, supported this move.

The new State of Israel was immediately opposed by the Arabs, who also claimed Palestine, and a brief war resulted. The war was brought to a conclusion by a series of armistice agreements, but the legacy of an uneasy frontier and hundreds of thousands of Arab refugees now remains. These refugees have, since that time, been a particular concern to the United States. We have contributed both money and men to the United Nations agency responsible for the care of the refugees still in Arab countries. Indeed the United States provides 70 percent of the funds expended by the United Nations for this purpose. The Soviet Union, despite its claim of friendship for the Arabs, has made no contribution whatsoever. We continue to demonstrate our interest in the welfare and in the future status of these people, which we believe should be assured through repatriation or resettlement with proper compensation.

The tension between the Arab states and Israel continues to be one of the most complex and bitter of the disputes in the area, casting a cloud over the entire region.

The United States sincerely hopes for the alleviation of these tensions, and it has on various occasions indicated the form and substance of assistance it would render to a solution. Although the current situation and attitudes render remote a final solution, we continue, both directly and through the United Nations, to seek some basis for a more stable arrangement among the states involved.

We have a keen interest in seeing the peoples of the area free to determine their own destiny and to fulfill their own aspirations in a manner con-

sistent with their desires for peace and security. We have long been concerned that too little heed is given to the long-range threat of international communism. Perhaps there is, however, a growing recognition of this danger. With the emergence of well-organized Communist parties in the area, there appears to be a new awareness of the threat to the independence of Arab countries posed by international communism. This of course does not solve the problem, but it is an essential element if the people of the area are to take appropriate measures for their own security.

I have tried to give you some idea of the problems which have crossed my desk and continue to do so. I have tried not to be pessimistic or unduly optimistic. Spurred on by the problems which face us, we in the Department find a measure of satisfaction with much that has gone before and a measure of hope for the future. We are confident in the support of the American people in the long tasks which lie ahead. We cannot promise ever to reach a plateau where the great problems disappear; we can express with some assurance the belief that we will, with public support and a strong measure of patience, be able to continue progress toward achieving a more stable peace in the Middle East.

### **United States Welcomes Agreement on Solution of Cyprus Problem**

*Following is a Department statement on the Cyprus agreement, together with the texts of messages sent by President Eisenhower to the Prime Ministers of Greece, Turkey, and the United Kingdom.*

#### **DEPARTMENT STATEMENT**

Press release 129 dated February 19

The United States wholeheartedly welcomes the conclusion of an agreement on the substance of a final settlement of the Cyprus problem.

A mutually satisfactory solution to the Cyprus problem should restore peace to the island of Cyprus and strengthen the ties among the countries and peoples involved.

The solution of this complicated and difficult problem clearly required patience, understanding, and dedicated leadership. With this achievement

the leaders of the three Governments concerned and the Greek and Turkish Cypriot communities have earned the thanks of the entire free world.

#### **PRESIDENT'S MESSAGES**

White House (Acapulco, Mexico) press releases dated February 20

##### **President Eisenhower to Prime Minister Constantin Karamanlis of Greece**

FEBRUARY 19, 1959

DEAR MR. PRIME MINISTER: I want you to know how very pleased I am by the recent developments concerning Cyprus and how deeply impressed I am by the spirit which you and Foreign Minister [Evangelos] Averoff have demonstrated in making this possible.

The conclusion of an agreement on Cyprus is recognized throughout the world as a victory of common sense. I think that it is much more than that; it is also an imaginative and courageous act of statesmanship which cannot fail to strengthen and encourage the whole NATO alliance.

I believe it is particularly significant that a final solution now promises to be reached within the framework of close Greek-Turkish cooperation. This cooperation offers tremendous advantages, not only to the two countries but indeed the entire Free World and particularly the Cypriot people themselves.

I am very much aware of the difficulties which the problem has caused you and your Government. For this reason I am all the more appreciative of the perseverance and understanding which your Government has shown in reaching an agreement.

With warm personal regard,

DWIGHT D. EISENHOWER

##### **President Eisenhower to Prime Minister Adnan Menderes of Turkey**

FEBRUARY 19, 1959

DEAR MR. PRIME MINISTER: The conclusion of an agreement on the substance of a Cyprus settlement by Turkey, Greece, and the United Kingdom, and the representatives of the Cypriot people is indeed a splendid achievement. A high order

of statesmanship and resolution was needed to construct the basis for an equitable solution of this grave problem. I want you to know how much I admire your efforts, and those of your Foreign Minister, Mr. [Fatin Rustu] Zorlu, in the important negotiations which preceded the agreement.

The solution owes its impetus to Turkish-Greek understanding and cooperation. It will surely strengthen the NATO alliance and indeed the entire Free World.

I know that serious obstacles stood in the way. I can appreciate, all the more, the understanding and patience which were needed to achieve this significant step.

With warm personal regard,

DWIGHT D. EISENHOWER

##### **President Eisenhower to Prime Minister Harold Macmillan of the United Kingdom**

FEBRUARY 19, 1959

DEAR MR. PRIME MINISTER: Just at this moment I have received notice of the conclusion of an agreement between your Government and the Greek and Turkish Governments and the representatives of the Cypriot people concerning the future status of Cyprus. Though I am now visiting in Mexico, I feel impelled to send you instantly my sincere felicitations.

I know what your personal leadership has meant to the efforts to bring about a peaceful and equitable solution, and I share your satisfaction that the foundation has now been established for a settlement acceptable to the Cypriot people which at the same time contributes to the closer cooperation of Greece, Turkey, and the United Kingdom.

Please convey also to Mr. [Foreign Secretary Selwyn] Lloyd, Mr. [Colonial Secretary Alan] Lennox-Boyd, and Governor [of Cyprus Sir Hugh] Foot my admiration for the contribution which they have made in making this agreement possible.

With warm regard,

DWIGHT D. EISENHOWER



## The Breadth of the Territorial Sea and Fisheries Jurisdiction

by Loftus Becker  
Legal Adviser<sup>1</sup>

It is a great pleasure to meet with you this afternoon in order to discuss the related problems of the breadth of the territorial sea and jurisdiction over fisheries. The intimate relationship between these two problems was dramatically illustrated at the Conference on the Law of the Sea which convened in Geneva under the auspices of the United Nations on February 24, 1958, and which lasted for 9 weeks to its adjournment on April 28 of last year.<sup>2</sup>

The first serious international attempt to codify the law of the sea was made nearly 3 decades before—in 1930—when representatives of 48 countries, including all of the major maritime powers, met at The Hague under the auspices of the League of Nations. At that time there existed only a relatively narrow range of difference with respect to the proper breadth of the territorial sea. The participants generally favored breadths of 3 to 6 miles. Despite the narrowness of this gap and the relatively small number of countries participating in the conference, the Hague conference was unable to reach agreement on this issue.

The principal difficulty was that a number of the participating delegations were wholly unwilling to accept a 3-mile territorial sea unless it were to be accompanied by recognition of the customary rule of law that a state may exercise preventive and protective control over a belt of the high seas contiguous to the 3-mile territorial sea for certain related purposes, such as customs, fiscal,

immigration, and sanitary controls. The purpose of such a rule is to make it unnecessary to broaden the territorial sea—over which the coastal state exercises complete sovereignty, subject to the right of innocent passage—when the basic purpose can be served just as well by a limited jurisdiction over an additional belt of the contiguous high seas.

At the Hague conference a number of countries, principally those of the British Commonwealth and Japan, were greatly opposed to recognition of such a contiguous zone, although they strongly favored a 3-mile territorial sea. The United States, on the other hand, recognized and accepted both the 3-mile territorial sea and the concept of such a contiguous zone, which, as you will note, involves no control of fishing by the coastal state beyond the 3-mile limit.

Unfortunately the participants in the Hague conference were too much at odds on these issues to come to terms in 1930.

Nineteen years later the International Law Commission (ILC) drew up a provisional list of topics, the codification of which it considered necessary and feasible. Both the regime of the high seas and the regime of the territorial sea were included in this list. Professor J. P. A. François, a distinguished Dutch professor who had also served for a time as legal adviser to the Netherlands Ministry of Foreign Affairs, was appointed as special rapporteur, and among the topics to which he was instructed to give priority was the regime of the high seas. In 1951 Professor François was appointed special rapporteur for the regime of the territorial sea as well.<sup>3</sup> In

<sup>1</sup> Address made before the National Cannery Association at Chicago, Ill., on Feb. 21 (press release 128 dated Feb. 19).

<sup>2</sup> For a closing statement by Arthur H. Dean, chairman of the U.S. delegation, and texts of conventions, protocol, and resolutions, see *BULLETIN* of June 30, 1958, p. 1110.

<sup>3</sup> At the Commission's third session in 1951, pursuant to a recommendation contained in General Assembly resolution 374 (IV).



the report of its eighth session, in 1956, the ILC presented a report containing 73 draft articles on the law of the sea.<sup>4</sup>

On the basis of the ILC's report, the General Assembly at its 11th session adopted a resolution<sup>5</sup> deciding:

... in accordance with the recommendation contained in paragraph 28 of the report of the International Law Commission covering the work of its eighth session, that an international conference of plenipotentiaries should be convoked to examine the law of the sea, taking account not only of the legal but also of the technical, biological, economic and political aspects of the problem, and to embody the results of its work in one or more international conventions or such other instruments as it may deem appropriate.

After the United Nations General Assembly called for a conference on the law of the sea in 1957, the United States at once began extensive preconference preparations. My office prepared exhaustive legal memoranda on the 73 articles of the ILC draft. The Department also sent instructions to all United States diplomatic posts, informing them that the United States attached great importance to the forthcoming conference, which would deal with very difficult and controversial issues in which the United States had a vital interest. An important aspect of the preparations for the conference included discussions with other governments for the purpose of obtaining their views and particularly for the purpose of promoting the widest possible understanding and acceptance of the United States position. All Foreign Service posts were instructed to report to the Department on a continuing basis any available information concerning developments in the various countries in connection with the conference. Preconference diplomatic preparation was carried out through field trips by a number of Government officials to supplement the discussions undertaken by the diplomatic missions. The United States delegation to the United Nations also actively participated in these preconference preparations.

#### **U.S. Position Regarding 3-Mile Limit**

As all of you know, the United States adopted a 3-mile limit for its territorial sea in 1793, and

our Government has not since departed from that position. The United States Government believes that the 3-mile limit, which affords a maximum freedom of the seas, is in the best interests of all states, large and small, old and new.

By the latter part of the 19th century or the early part of the 20th century, the 3-mile limit was firmly established as customary international law. It has been the consistent position of the Department of State that no greater breadth of territorial sea can be justified in international law, and numerous protests have been filed on this basis when broader claims have been asserted.

There have, of course, been various states which have asserted from time to time a right to a broader territorial sea—to 6, to 12, and even to 200 miles. In some instances such broader claims have been based upon security grounds, as, for example, in the case of the U.S.S.R., which claims 12 miles. In other instances these broader claims were based upon the alleged economic requirements of the coastal states, which maintained that they were entitled to appropriate to their own use all fishing grounds lying between 3 and 12 miles off their coasts or even farther, even though such offshore fishing grounds had theretofore as high seas been regarded as the common property of all nations. Insofar as the United States is concerned, such unilateral appropriations of vast areas of the high seas are contrary to the common good, contrary to our own security interests, and contrary to the valuable economic interests of our overseas fishing industry.

#### **Dangers of Extending Territorial Sea**

The difficulties which the United States faced when the Law of the Sea Conference opened in Geneva just 1 year ago, in the latter part of February 1958, can scarcely be overestimated. As compared with the 48 nations attending the Hague conference in 1930, 86 participated in the Geneva conference. Of these, the entire Soviet bloc was insisting for political and military reasons upon a territorial sea 12 miles or more in breadth. Such an extension of the territorial sea, if adopted on a worldwide basis, would pose a very grave threat to the security of the United States.

One of the reasons for this is that submarines can operate only with the greatest difficulty and with substantial risk under water within 3 miles from shore. The effectiveness of their operation

<sup>4</sup> U.N. doc. A/3159.

<sup>5</sup> U.N. doc. A/Res/1105(XI), Feb. 21, 1957, *General Assembly Official Records: Eleventh Session, Supplement No. 17 (A/3572)*.

would be greatly increased in areas between 3 and 12 miles from the coast. If the territorial sea were uniformly extended out to 12 miles, enemy submarines could operate in the territorial waters of neutral states with excellent chances of remaining undetected. This would be particularly true of modern submarines with atomic power, which are able to remain submerged for long periods of time. Basically, the sea power of the United States is on the surface and in the air. In time of war our surface ships cannot operate on nor can our aircraft fly over the territorial waters of neutral states without violating the neutrality of those states. The fact that the Soviet Union at the present time has nearly 500 submarines indicates that this problem is by no means academic.

The dangers presented by an extension of the breadth of the territorial sea from a military standpoint are by no means limited to the perils of submarine warfare. If territorial seas were uniformly extended out to 12 miles, the operation of our 6th Fleet in the Mediterranean would be greatly circumscribed. The Straits of Gibraltar in their entirety would become territorial waters, and the Aegean Sea would be transformed into a number of disconnected high-seas areas. Moreover, although surface ships are entitled to a right of innocent passage in territorial seas, no comparable right of innocent overflight of territorial seas is recognized for aircraft. Consequently, any broad extension of the territorial seas would gravely impede the operations of our carrier-based aircraft.

I have dwelt at some length on the implications of Communist aspirations to extend the breadth of the territorial seas out to 12 miles in order to illustrate the grave peril that this would pose to the security of the entire free world. Willing compromise on issues so vital to our security is unacceptable. Only the impossibility of continuing to maintain the 3-mile limit in international law could lead us to accept any extension, and that, at all costs, must be held to a minimum.

Further support for the Communist position advocating a 12-mile territorial sea was afforded at the Geneva conference by a number of Arab states, which hoped, by such an extension of the territorial sea, to extinguish Israel's right of passage through the straits entering the Gulf of Aqaba. Indeed, shortly before the conference met, both Saudi Arabia and the United Arab Republic uni-

laterally announced the extension of their territorial seas to 12 miles.

As a result of these military and political considerations, when the conference opened not less than 20 states were firmly committed to the support of a 12-mile territorial sea. The importance of this can be gaged from the fact that, in order to gain acceptance for any proposition in the plenary session of the conference, a two-thirds affirmative vote was required.

Even before the Geneva conference opened, it had become evident that there was but little chance of reaching any accommodation with the Soviet bloc or with the Arab bloc. Our sole chance of preserving the 3-mile limit in international law lay in reaching some agreement with those states—and there were many of them—whose desire for a territorial sea more than 3 miles in breadth was based upon their wish to control fishing along their coasts.

#### **The Fisheries Problem**

It is not difficult to understand why they sought such control. The commercial importance of the resources of offshore areas has greatly increased, and this has been accompanied by great technological strides in the methods of reaching and exploiting these resources. The newly created states, particularly, did not possess the most modern capabilities in this regard and desired to exclude those who did. There has also been an increasing demand for food and raw materials. A number of states attempted to capitalize on this in an effort to capture new sources of revenue. Some of these attempts to gain increased control over offshore fishing areas have been made in the name of conservation, but such an attempt has often been made where, in fact, a genuine conservation problem did not exist. The basic drive was to secure the benefits of local offshore fisheries exclusively for the local population. This could be done by extending the breadth of the territorial sea or by providing for a contiguous exclusive fishing zone for the coastal state.

Let me give you some examples.

In Latin America critical economic problems caused by a reduction in exports of such products as coffee, wool, sugar, lead, and zinc moved many of these countries to seek an extension of their territorial seas in order to acquire or consolidate

new sources of revenue. Chile, Ecuador, and Peru each claimed exclusive jurisdiction over areas adjacent to their coasts out to a distance of 200 miles. Argentina has made claims of sovereignty over the water above the continental shelf extending for hundreds of miles into the Atlantic Ocean. Mexico's 9-mile territorial sea claim has vitally affected our shrimp fisheries in the western Gulf of Mexico.

Canada aspires to the exclusive right to exploit the fisheries off its coast for a distance out to 12 miles, regardless of the currently existing historic rights of other countries.

India, Burma, Thailand, south Viet-Nam, Cambodia, Korea, and a number of other states, in the interest of limiting the activities of Japanese fishing vessels off their coasts, were also inclined to support proposals extending the breadth of the territorial sea.

Panama wished to have the conference recognize her claim that the Bay of Panama is an historical bay comprising internal waters from which all foreign shipping could be excluded.

The Philippines and Indonesia asked the conference to support their proposal that the waters "around, between and connecting" the islands of an entire archipelago be treated as internal waters (as to which there does not even exist a right of innocent passage) and that the territorial sea be measured from a series of straight base lines. The adoption of this proposal would have converted huge areas of the high seas into internal and territorial waters and would have closed vital sea lanes and air routes between and among the United States, India, the Far East, Australia, and New Zealand.

#### **U.S. Compromise Proposal**

The initial United States position on the territorial sea at the Geneva conference was based squarely upon security grounds. We were advised by those charged with the responsibility for our national security that the importance of preserving the 3-mile limit was such that we were bound to make every effort to preserve it. After a careful, and I may say agonizing, review of every possibility, the United States decided, if we could gain general acceptance for a 3-mile territorial sea, to concede to coastal states an additional 9-mile contiguous zone in which they would have exclusive fishing rights. Therein lay, in our

considered judgment, the only possibility of reaching two-thirds agreement to continue the 3-mile limit.

When it became clear to us that such agreement could not be reached, the United States delegation offered a compromise proposal which provided that the territorial sea should be extended to 6 miles, with the right of the coastal state to regulate fishing for an additional 6 miles, subject to historic fishing rights. This proposal likewise was put forward only after it had received consideration at the highest levels of our Government, and it constituted a sincere effort to reach agreement on these complex problems. We sought, on the one hand, to meet the economic interests of states which wanted to protect the fisheries off their shores, and, on the other, to preserve the rights of those having historically fished in such areas. The United States compromise attempted to accommodate the two conflicting aspects of the fisheries question; namely, the extent of the rights of the coastal state off its own coasts and the extent of the rights of foreign fishermen to fish off another state's coasts. At the same time, this compromise limited the breadth of the territorial sea to 6 miles, which would have defeated to a large extent the efforts of those who sought an extension of the territorial sea to 12 miles for military and political reasons.

The attractiveness of the United States compromise proposal was evidenced by the fact that in plenary session it received more votes than any other proposal—45 to 33—and lacked only 7 of the "nay" votes of being adopted. Mr. Arthur Dean, the very able chairman of the United States delegation, stated at the end of the conference that the nonacceptance of the United States proposal to agree on a 6-mile breadth of territorial sea leaves the preexisting situation intact, with the United States continuing to adhere to the existing international law rule of 3 miles.

#### **Conventions Adopted by the Conference**

I should like at this point to refer briefly to the four conventions which were adopted and which, I think you will agree, constitute important additions to the body of codified international law.

The Convention on the Territorial Sea and the Contiguous Zone provides a definition of the juridical status of the territorial sea and a system



for delimiting such waters; it establishes the right of innocent passage and provides for a contiguous zone for certain specified purposes.

The Convention on the High Seas defines the high seas and lists a number of the important activities encompassed by the term "freedom of the high seas," such as the freedom to fish. This convention also deals with a wide variety of topics such as the right of navigation, the status of ships, the immunity of warships and other government ships, the safety of navigation, penal jurisdiction in matters of collision, the duty to render assistance, the right of visit, the right of hot pursuit, pollution of the high seas, and the right to lay submarine cables and pipelines. It is significant that a Soviet attempt to insert a high-seas nuclear testing ban in this convention was defeated. Such a provision would have prevented our most recent nuclear tests and would have seriously impeded the current negotiations on this topic at Geneva.

The Convention on the Continental Shelf provides for the exercise by the coastal state of sovereign rights for purposes of exploration and exploitation of natural resources up to a depth of 200 meters or beyond to the limit of exploitability. The convention defines the natural resources within the domain of the coastal state in such a way as to exclude such crustaceans as shrimp but includes oyster beds and pearl fisheries.

The Convention on Fishing and Conservation of the Living Resources of the High Seas constitutes a comprehensive code regulating the conservation of the natural resources of the sea, complete with a procedure for settling disputes. The United States tried very hard to have included in this convention a provision establishing the doctrine of "abstention" as a rule of international law. In general terms, this doctrine provides that, where a country or a group of countries has invested time and capital in the development of a fishery to a point of maximum sustained productivity, nations which have not formerly participated in such fishery should abstain from doing so in the future. After a resolution on abstention procedure failed to gain the two-thirds majority required for its adoption by the conference, the chairman of the United States delegation stated that it will continue to be the policy of the United States to pursue the objective of the general acceptance of the procedure of abstention

and that the United States will enter into agreements with interested states which will incorporate this sound conservation measure.

#### **"Where Do We Go From Here?"**

You may well ask at this point: "Where do we go from here?"

On the 10th of December of last year the United Nations General Assembly adopted a resolution convening a second Law of the Sea Conference at Geneva in March or April 1960 to reach agreement on the questions of the breadth of the territorial sea and fishery limits.<sup>\*</sup> The United States is already actively engaged in consultations with other governments with a view to reaching an agreed position on these questions which will be likely to gain acceptance by a two-thirds majority at the next conference.

Because of the requirements of our national security interests and our responsibility with respect to the defense of the free world, the United States cannot accept an extension of the breadth of the territorial sea out to 12 miles and will seek in every way possible to reach an agreement which will provide for a narrow territorial sea. The achievement of this objective, vital to the security of ourselves as well as our allies, is of paramount importance. I am convinced, however, that this objective can be achieved through mutual cooperation and by meeting the legitimate economic interests of a number of states which would then support our position for a narrow territorial sea.

The success of our efforts will depend largely on our ability to solve the fisheries question. It seems to me that an arrangement envisaging a narrow territorial sea coupled with an exclusive fisheries zone, which preserves the right of those who have historically fished there to continue to do so, would accrue to everyone's benefit. It would strike a just balance between the interests of the coastal state and the interests of fishermen off another state's coasts. Some of our ablest and most experienced legal and fisheries experts are working full time in order to reach a solution of this problem along these lines. It is hoped that the exact terms of such a compromise can be formulated as a result of explorations within other governments, if possible prior to the 1960 conference, as we have learned from the last conference the

<sup>\*</sup> BULLETIN of Jan. 12, 1959, p. 64.

importance and advantages of preconference agreement on positions of fundamental importance.

In closing let me state that such an agreement, which will undoubtedly entail some sacrifices, deserves the support of all of us since I am certain that a failure to agree on these questions of the breadth of the territorial sea and fisheries limits at the next conference will result in extensive unilateral extensions of the territorial sea with very grave political, economic, and military consequences for the free world. I am sure that you all feel as I do, that it is far better to reach agreement on these two outstanding questions at the next conference by means of a reasonable accommodation of various conflicting interests than to lose everything to those whose political, economic, and military interests are diametrically and irrevocably opposed to our own.

## Tenth Anniversary of the North Atlantic Treaty

### A PROCLAMATION<sup>1</sup>

WHEREAS ten years ago, on April 4, 1949, the North Atlantic Treaty was signed at Washington by Belgium, Canada, Denmark, France, Iceland, Italy, Luxembourg, the Netherlands, Norway, Portugal, the United Kingdom, and the United States; and

WHEREAS Greece and Turkey each became a party to the treaty on February 18, 1952, and the Federal Republic of Germany did likewise on May 6, 1955; and

WHEREAS this treaty has resulted in collaboration for the common defense and in political cooperation among the fifteen members of the North Atlantic Treaty Organization to a degree unprecedented in history, and has thereby significantly contributed to economic, social, and cultural progress among the peoples of the North Atlantic area; and

WHEREAS this association of free nations is a mainstay of peace and a shield of freedom; and

WHEREAS the North Atlantic Treaty Organization has requested its member governments to arrange and encourage, in their respective countries, appropriate observances and celebrations on the occasion of this anniversary:

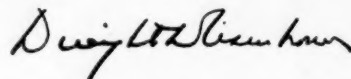
NOW, THEREFORE, I, DWIGHT D. EISENHOWER, President of the United States of America, do hereby direct the attention of the Nation to Saturday, April 4, 1959, as the tenth anniversary of the signing of the North Atlantic Treaty; and I call upon all agencies and officials of the Federal Government, upon the Governors of the States, and upon the officers of local governments to encourage and facilitate the suitable observance of this occasion.

I also urge all citizens to participate in appropriate

activities and ceremonies, in cooperation with the American Council on NATO, in recognition of the objectives and achievements of the North Atlantic Treaty Organization.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the United States of America to be affixed.

DONE at the City of Washington this twenty-fifth day of February in the year of our Lord nineteen [SEAL] hundred and fifty-nine, and of the Independence of the United States of America the one hundred and eighty-third.



By the President:

CHRISTIAN A. HERTER,  
Acting Secretary of State.

## North Atlantic Council To Visit U.S. Defense Installations

The Department of Defense and the Department of State (press release 145) announced on February 28 that the U.S. Government has invited the North Atlantic Council to visit certain installations in this country after the spring Ministerial Meeting of the Council. The spring meeting of NATO Foreign Ministers will be held at Washington, D.C., from April 2 to 4, 1959, coinciding with the 10th anniversary of the signing of the North Atlantic Treaty. Secretary General Paul-Henri Spaak and the Permanent Council, comprising the Permanent Representatives of the 15 NATO countries, have accepted the invitation extended by the U.S. Government.

In accordance with an invitation previously extended by Adm. Jerauld Wright, Supreme Allied Commander Atlantic, the Council will visit SACLANT headquarters at Norfolk, Va., on April 6. On April 7 the Council will visit a U.S. Army Nike site in the Washington area. The same evening the Council will be guests at a dinner in New York City sponsored jointly by the American Council on NATO and the Foreign Policy Association.

After a visit to Canada in response to an invitation extended by the Canadian Government, the Council will visit the headquarters of the Strategic Air Command at Offutt Air Force Base, Omaha, Nebr., on April 10. On April 11 the Council will visit the headquarters of the North

<sup>1</sup>No. 3277; 24 Fed. Reg. 1581.



American Air Defense Command at Colorado Springs, Colo.

The primary purpose of that portion of the Council's visit taking place in the United States is to provide the Permanent Representatives with an opportunity to view first hand, and within the limits of time available, certain major NATO,

U.S., and joint Canadian-U.S. military installations contributing to the overall defensive strength of the NATO area.

In New York the Council will have an opportunity to meet with many distinguished private citizens actively interested in the North Atlantic Treaty Organization.

## Disarmament and the Chinese Communist Threat

*Statement by Walter S. Robertson*

*Assistant Secretary for Far Eastern Affairs<sup>1</sup>*

I appreciate this opportunity to appear before your committee and to be of any assistance I can in the promotion of its important objectives. Perhaps it would be helpful if I were to start out by briefly identifying some of the factors in the Far East situation that I consider most relevant to your interests.

Much of our discussion here today must necessarily turn on the question of Communist China, which, disposing of huge military manpower, controlling the central areas of East Asia, and menacing its neighbors through a wide variety of tactical devices, is bent on dominating the whole area. For this reason Communist China's priority objective is the reduction and eventual elimination of U.S. military power and all other U.S. influence in the Far East.

In these undertakings Peiping works closely with Moscow. Although I would not deny the possibility of frictions and suspicions between these two Communist powers, it would be wishful thinking to forecast that either power will allow any differences between them to outweigh the dominant practical military, political, and economic advantages they derive through continued close cooperation.

The Red tide which had advanced across East Asia from the end of World War II was stemmed by March 1955. Since then communism has made

no territorial gains. Until early 1955 overt force had been the principal instrument of Communist aggression, but, confronted by the growing military strength and cooperation of free-world forces in the Far East, the Communists placed their tactical emphasis after 1955 on such "peaceful co-existence" methods as offers of aid and trade to underdeveloped countries and various forms of political enticements and pressures. Infiltration tactics continued, and military force was being steadily built up.

Meanwhile the newly independent countries of the Far East were developing a better understanding of the nature of the Communist threat and a better capability to withstand it. Against the background of a number of events culminating in Soviet successes in sputniks and ICBM's which so impressed the Far East in late 1957, a new hardening of the Chinese Communist line became evident during that year. On the domestic front during 1958 the Chinese Communist regime stirred up a hate-America campaign of unprecedented proportions, denounced the United States as a paper tiger, and proclaimed U.S.S.R. superiority in missiles and the vulnerability of the United States. It might, of course, have been necessary for Peiping to create an atmosphere of fear and tension in order to impose the new unbelievably coercive commune system on the masses of China. It sought to find in the United States a focal point, other than Peiping, for the resentment of the people. In any event, through the commune sys-

<sup>1</sup> Made before the Subcommittee on Disarmament of the Senate Committee on Foreign Relations on Feb. 23 (press release 135).

tem the Peiping regime was organizing a nation of robots responsive only to that regime's dictates. The entire adult population was drafted into a people's militia, supplementing the 3.5-million-man army and security apparatus.

#### **Peiping's All-Out Campaign Against Japan**

In foreign policy the more arrogant Chinese Communist line in 1958 was apparent in April, when Peiping launched an all-out political and economic warfare campaign against Japan. Just before the Japanese elections Peiping severed all trade ties with Japan. It severed cultural contacts, seized Japanese fishing vessels, and suspended the repatriation of Japanese nationals. Peiping openly called for the defeat of Japan's Liberal-Democratic Party, but then, having failed to influence those elections, it carried the battle against Japan to Southeast Asia. There it called on overseas Chinese merchant communities, which are highly influential in the commercial and banking life of Southeast Asia, to boycott all Japanese goods. This was accompanied by the dumping of Chinese mainland goods on Southeast Asian markets at prices ranging from 10 to 20 percent below competing Japanese products.

The attack on the Quemoy Islands launched on August 23 was the overriding example of Peiping's tougher tactics last year. The artillery barrage against the Quemoy Islands and subsequent related events are too fresh in our minds to require any recounting. I would merely emphasize that the Chinese Communists have made it clear over and over again that they are not interested in the offshore islands per se but only as a steppingstone toward the seizure of Taiwan. They will accept no compromise on Taiwan. The only settlement they are prepared to "negotiate" is the withdrawal of the United States from the entire Taiwan area, the capitulation of the free Chinese Government on Taiwan, and the seizure of that big island along with its 650,000 well-trained military forces. They refuse to renounce the use of force in the Taiwan Straits.

If, perchance, there is now a reversion in Chinese Communist tactics to a less militant line, it will probably be because, once again, we in the free world did not give in to force. Peiping's bullying tactics in 1958 did not cow the free Asian countries. Japan's electorate resented and reacted against Chinese Communist efforts to interfere in

Japan's elections. During the Quemoy crisis, many were our friends throughout the Far East who privately counseled standing firm in the face of force. Moreover, the commune system sent shock waves of revulsion among the peoples of Asia, who set great store on religion, family life, and other human values.

#### **Dealing With the Chinese Communist Threat**

It must be remembered, too, that these countries look to the United States as the main counterpoise to Red expansionism. They recognize, or are coming to recognize, the need for a strong, adequately dispersed and protected U.S. retaliatory capability for deterring war. Most of these countries are also keenly aware of the need for adequately equipped and mobile U.S. and local forces for dealing with a wide variety of military situations.

Now our principal means for dealing with the multifaceted threat posed by Communist China continues to be:

1. By maintaining an adequately strong U.S. military posture to deter and, if necessary, to counteract Communist aggression.
2. By continuing to help build up the military, political, and economic strength of the free Far East as rapidly as possible.
3. By exerting such means (e.g. nonrecognition of Communist China) as are available to us to limit the growth of Chinese Communist power and influence.

In addition, if it were possible to establish a sound, workable system for controlling armaments or nuclear tests or surprise attacks—a system that truly protected our national security—then, of course, I believe Red China should be included. But I would lay great stress on the words "sound, workable system" because of the experience which we have had in the Far East in the last decade, not only in dealing with Red China's repeatedly broken promises but, more pertinently, with the Communists' methods of undermining the work of control commissions established in Korea and in Indochina.

#### **Violations of Korean Armistice Agreement**

From the inception of the Korean armistice agreement the Communist side repeatedly violated

the provisions of that agreement by failing to report imports of large quantities of war materiel and by frustrating the related inspection and supervisory procedures. The Swiss and Swedish members of the Neutral Nations Supervisory Commission (a four-power control commission composed of Sweden, Switzerland, Poland, and Czechoslovakia) summarized as follows the situation with respect to inspection in a memorandum to the Military Armistice Commission on May 7, 1954:

The Korean People's Army and Chinese People's Volunteers' side, on the other hand, adopted a rigid procedure. . . . It never submitted any other documents for inspection than prior notification reports. Beyond inspection of duly reported combat materiel, the Inspection Teams were unable to check efficiently on other movements and this because of the stand taken by their Czechoslovak and Polish Members. . . . All efforts undertaken by the Swedish and Swiss members of the Inspection Teams in order to increase the scope and the frequency of the spot check controls have been constantly and persistently frustrated. The way these spot check controls are carried out they have merely become a face-saving device devoid of any real significance. The Inspection Teams in the North have therefore never gained the insight in movements of materiel as have the Inspection Teams in the South.

We have also received reliable reports confirming the impressions received by the Swiss and Swedish members of the NNSC. These reports have indicated that the Communist side in north Korea had removed or had hidden aircraft prior to the arrival of the Neutral Nations Inspection Teams (NNIT's), prepared witnesses to give false testimony in response to questions posed by members of the inspection teams, and had otherwise deliberately and deceitfully obstructed the inspection provisions of the armistice agreement.

The Swiss and Swedish members of the NNSC repeatedly stressed that many provisions of the armistice agreement were subject to varying interpretations and that there were too many loopholes in the Korean armistice agreement to insure effective control.

#### **Disregard of Geneva Accords on Viet-Nam**

Turning to the Geneva Accords on Viet-Nam, Communist China has, in complete disregard of the provisions of those accords, supplied voluminous quantities of arms to the Communist regime in north Viet-Nam and has otherwise helped in the rapid buildup of the north Vietnamese military power.

The International Commission for Supervision and Control (ICC) in Viet-Nam, the body established by the Geneva Accords for the supervision of the execution of the accords, has been unable, because of the restrictions under which it operates, to obtain proof of these violations. The terms of reference fixed for the ICC by the Geneva Accords were fairly broad. Fixed teams were located in certain ports of entry and exit. Mobile teams were established to operate in "zones of action" bordering the land and sea frontiers and the demarcation line between north and south Viet-Nam. Within the limits of their zones these teams were given the right to move freely and to receive from local authorities all the facilities they require to carry out their functions. They were to have at their disposal modern means of transport and communication. Outside the "zones of action" the mobile teams were to carry out movements in agreement with the military command of the party concerned.

Despite these fairly wide terms of reference, the ICC has been impeded in the execution of its functions by the unwillingness of the Communist regime in north Viet-Nam to grant it the freedom of action and movement which it required. The "zones of action" of the mobile teams are restricted to 10 kilometers in width because of the refusal of north Viet-Nam to agree to a larger zone. Numerous potential points of entry are not under the continuous control of the ICC's teams. In the areas outside the "zones of action" teams can observe only, but not investigate. The teams are in practice dependent upon local authorities for the supply of transport facilities. The local authorities can prevent investigation by claiming inability to guarantee the security of an ICC team or to furnish the necessary accommodations for the team. The local authorities can also prevent ICC access to military areas or warehouses, even at points of entry, as well as refuse to permit control of internal movements of military personnel or materiel.

I cite our experience with control commissions in Korea and Viet-Nam in order to demonstrate that, if details of inspection agreements involving Communist cooperation are left imprecise or subject to later interpretation, the agreements are almost bound to be rendered inoperable except insofar as they suit Communist convenience. For that reason I believe the approach being made at

Geneva is the only sound one—of first agreeing on an effective, workable system and secondly demonstrating that that system is really operable.

In addition, we must recognize that bringing the Chinese Communists into more direct participation in arms-control discussions might be used by them to try to increase Chinese Communist political stature. Participation in a disarmament treaty which did not include adequate controls and which was not accompanied by protective measures would add to Chinese Communist political stature without reducing the strategic requirements of other countries in the area. It might also tend to relax free-world vigilance when there was no justification for such relaxation. This is a key consideration in an area where any unjustified slackening of our guard can only be at our extreme peril.

## **U.S. Accepts Statue of Bolívar From Government of Venezuela**

*Remarks by President Eisenhower*<sup>1</sup>

It is indeed a great honor to join with you in the dedication of this impressive statue to the memory of Simón Bolívar. He was the hero of more than two hundred battles for the emancipation of man from foreign bondage and for the democratic way of life.

In times of crises and hardship, every nation produces its heroes, its leaders. Many are good. Few are great. But on occasion a leader emerges whose goodness and whose greatness reach far beyond his own country and beyond his own time. Simón Bolívar was one of these. He belongs to your nation, surely. But the world claims him, too, as one of the true benefactors of mankind.

Liberator of half a continent, prophet, and precursor of pan-American union, Simón Bolívar will long be remembered for his enduring contribution in the struggle for unity and independence in the New World. He represents one of history's most brilliant personifications of adventure, tragedy, and glory.

The Venezuelan people have steadfastly main-

<sup>1</sup> Made at Washington, D.C., on Feb. 27 (White House press release) in accepting on behalf of the U.S. Government a statue of Simón Bolívar from the Government of Venezuela.

tained their faith in the ultimate realization of Bolívar's democratic ideals. It is therefore fitting that this ceremony should follow closely upon the inauguration of President [Rómulo] Betancourt, chosen by his countrymen in an election so conducted as to typify the true meaning of democracy.

I cannot think of a more appropriate tribute to the Great Liberator and the principles for which he fought than this further evidence, as President Betancourt has aptly described it, of the aptitude and capacity of the Venezuelan people to exercise their democratic prerogatives. The realization of Bolívar's dream in Venezuela through the determined efforts of his people is of the greatest importance in furthering the democratic aspirations of the American peoples throughout the hemisphere.

This dedication, then, will symbolize our mutual will to live and work together, in ever-increasing understanding, for the common prosperity of our two nations.

## **Pan American Day and Pan American Week, 1959**

### **A PROCLAMATION<sup>1</sup>**

WHEREAS on April 14, 1959, the twenty-one American Republics will celebrate and commemorate the sixty-ninth anniversary of the founding of an organization for inter-American cooperation, now known as the Organization of American States; and

WHEREAS the solidarity of the American Republics in support of the ideals of a just peace, freedom, and human progress demonstrates to the rest of mankind the beneficial results of friendship among nations; and

WHEREAS the good will and cooperation among the peoples of the Americas have yielded increasing benefits of a material and spiritual nature to all:

NOW, THEREFORE, I, DWIGHT D. EISENHOWER, President of the United States of America, do hereby proclaim Tuesday, April 14, 1959, as Pan American Day, and the period from April 12 to April 18, 1959, as Pan American Week; and I invite the Governors of the States and possessions of the United States of America, the Governor of the Commonwealth of Puerto Rico, and the Governor of the Territory of Hawaii to issue similar proclamations.

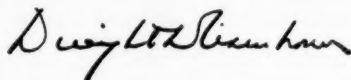
I also urge our citizens and all interested organizations to join in the appropriate observance of Pan American Day and Pan American Week, in testimony of the steadfast friendship which unites the people of the United States with the peoples of the other American Republics.

<sup>1</sup> No. 3276; 24 Fed. Reg. 1581.



IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the United States of America to be affixed.

DONE at the City of Washington this twenty-fifth day of February in the year of our Lord nineteen [SEAL] hundred and fifty-nine and of the Independence of the United States of America the one hundred and eighty-third.



By the President:

CHRISTIAN A. HERTER,  
*Acting Secretary of State.*

## Proclamation Gives Effect to Certain Tariff Concessions to Uruguay

White House press release dated February 27

### WHITE HOUSE ANNOUNCEMENT

The President on February 27 issued a proclamation giving effect as of February 28, 1959, to certain United States tariff concessions initially negotiated with Uruguay in 1949 within the framework of the General Agreement on Tariffs and Trade.

Under this proclamation, the tariff on meat extract will be reduced from 7.5 to 3.75 cents per pound. The duty on canned beef, which is now 3 cents per pound but not less than 20 percent ad valorem, will remain at 3 cents with the minimum lowered from 20 to 15 percent ad valorem. For pickled and cured beef and veal, the specific rate will continue to be 3 cents per pound with the minimum lowered from 20 to 10 percent. The proclamation also rebinds in Uruguay's name a concession granted earlier in the general agreement to other countries on certain other canned and preserved meats; on these rebindings, there will be no change in the current rate of duty of 3 cents per pound with a 10 percent minimum.

These concessions were negotiated with Uruguay in 1949 in return for reciprocal concessions in favor of United States products. Under established procedures, Uruguay put its concessions into effect in late 1953. On December 24, 1953, the President issued a proclamation<sup>1</sup> giving effect to certain of the United States concessions but excluding those on the above meat products.

<sup>1</sup> For text, see BULLETIN of Jan. 11, 1954, p. 53.

The proclamation of February 27 also corrects two typographical errors in the schedule of United States concessions to the sixth protocol of supplementary concessions to the General Agreement on Tariffs and Trade of May 23, 1956.

### PROCLAMATION 3278<sup>1</sup>

SUPPLEMENTING PROCLAMATION No. 3040 OF DECEMBER 24, 1953, BY FULLY PROCLAIMING CONCESSIONS ON CERTAIN MEAT PRODUCTS, AND CORRECTING CERTAIN ERRORS

1. WHEREAS, pursuant to the authority vested in him by the Constitution and the statutes, including section 350 of the Tariff Act of 1930, as then amended (19 U.S.C. 1351), the President entered into a trade agreement providing for the accession to the General Agreement on Tariffs and Trade (61 Stat. (pts. 5 and 6) A 7, A 11 and A 2051) of the Governments of the Kingdom of Denmark, the Dominican Republic, the Republic of Finland, the Kingdom of Greece, the Republic of Haiti, the Republic of Italy, the Republic of Liberia, the Republic of Nicaragua, the Kingdom of Sweden, and the Oriental Republic of Uruguay, which trade agreement for accession consists of the Annex Protocol of Terms of Accession to the General Agreement on Tariffs and Trade, dated October 10, 1949, including the annexes thereto (64 Stat. (pt. 3) B139);

2. WHEREAS, by Proclamation No. 2867 of December 22, 1949 (64 Stat. (pt. 2) A380), the President proclaimed such modifications of existing duties and the other import restrictions of the United States of America and such continuance of existing customs or excise treatment of articles imported into the United States of America as were then found to be required or appropriate to carry out the designated trade agreement for accession on and after January 1, 1950;

3. WHEREAS that proclamation has been supplemented by subsequent proclamations including Proclamation No. 3040 of December 24, 1953 (68 Stat. (pt. 2) C26);

4. WHEREAS the seventh recital of Proclamation No. 3040 set forth that serious problems which had developed in the cattle and beef situation in the United States since the negotiation of the trade agreement for accession specified in the first recital of this proclamation rendered inappropriate the application to the products specified in items 705 and 706 in Part I of Schedule XX in Annex A of that trade agreement of rates of duty lower than the rates then applicable to such products;

5. WHEREAS the proviso in Part I of Proclamation No. 3040 states that unless and until the President proclaims that the circumstances set forth in the seventh recital of that proclamation no longer exist the provisions of items 705 and 706 in that Part I shall be applied as though they were stated in the manner set forth in the eighth recital of that proclamation instead of as set forth in Part I of the Schedule XX;

6. WHEREAS I determine that the application of the provisions of items 705 and 706 in Part I of Schedule

<sup>1</sup> 24 Fed. Reg. 1583.



XX as set forth therein is required or appropriate to carry out the designated trade agreement for accession; and

7. WHEREAS in Part I of Schedule XX annexed to the Sixth Protocol of Supplementary Concessions to the General Agreement on Tariffs and Trade of May 23, 1956 (7 UST (pt. 2) 1330), which is a trade agreement entered into pursuant to section 350 of the Tariff Act of 1930, as amended, and to which effect was given by Part I of Proclamation No. 3140 of June 13, 1956 (70 Stat. C40), (a) the rate in Column C in item 776 was erroneously set forth as "0.623¢ per lb." instead of "0.625¢ per lb.", and (b) the ad-valorem part of the rate in Column C in item 1115(a) applicable to clothing and articles of wearing apparel valued over \$4 per pound was erroneously set forth as "22%" instead of "21%":

NOW, THEREFORE, I, DWIGHT D. EISENHOWER, President of the United States of America, acting under and by virtue of the authority vested in me by the Constitution and the statutes, including section 350 of the Tariff Act of 1930, as now amended (19 U.S.C. 1351), do proclaim as follows:

#### PART I

(1) The circumstances set forth in the seventh recital of Proclamation No. 3040 of December 24, 1953, no longer exist, and

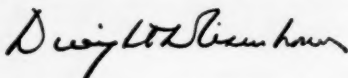
(2) To the end that the trade agreement for accession specified in the first recital of this proclamation may be carried out, on and after the day following the date of this proclamation the proviso in Part I of Proclamation No. 3040 shall be terminated, and items 705 and 706 in Part I of Schedule XX in Annex A of the trade agreement for accession specified in the first recital of this proclamation shall be included in the list set forth in the ninth recital of Proclamation No. 2867 of December 22, 1949, as supplemented by subsequent proclamations.

#### PART II

Proclamation No. 3140 of June 13, 1956,\* shall be applied as though Part I of Schedule XX annexed to the trade agreement specified in the seventh recital of this proclamation had provided (a) for a rate of "0.625¢ per lb." in Column C in item 776, and (b) for a rate of "37.5¢ per lb. and 21% ad val." in Column C in item 1115(a), applicable to clothing and articles of wearing apparel valued over \$4 per pound.

IN WITNESS WHEREOF, I have hereunto set my hand and caused the Seal of the United States of America to be affixed.

DONE at the City of Washington this twenty-seventh day of February in the year of our Lord nineteen hundred and fifty-nine, and of the Independence of the United States of America the one hundred and eighty-third.



By the President:

CHRISTIAN A. HERTER,  
Acting Secretary of State.

\* For text, see BULLETIN of June 25, 1956, p. 1057.

## U.S. Makes Annuity Payment to Republic of Panama

Press release 137 dated February 24

The Department of State announced on February 24 that it has paid the annuity payment of \$1,930,000 due the Republic of Panama in 1959 on the part of the United States. The remittance of this amount each year is provided for under the terms of treaties between the two countries with respect to the rights, powers, and privileges granted to the United States in the Canal Zone. Under the provisions of the Treaty of Mutual Understanding and Cooperation of 1955, the amount of the annual payment was increased from \$430,000 to \$1,930,000.<sup>1</sup>

## U.S. Grants Mutual Security Funds to Haiti

Press release 138 dated February 24

The State Department announced on February 24 that the International Cooperation Administration will make available to the Government of Haiti a grant of up to \$6 million from mutual security program funds. This special assistance will help the Government of Haiti to meet its anticipated balance-of-payments and internal budgetary deficits for the period from February 1 through September 30, 1959.

The agreement provides that ICA is now prepared to make available up to \$3,500,000 for the period ending June 30, 1959. The availability of the remaining \$2,500,000 is subject to the appropriation of the necessary funds by the Congress of the United States. The agreement was effected by an exchange of letters between Leonard J. Saccio, Acting Director of the International Cooperation Administration, and André Theard, Minister of Finance, Commerce, and Industry of the Government of Haiti.

This assistance has become necessary because of the financial difficulties presently being faced by the Haitian Government. These have arisen in considerable part from the substantial reduction in the volume of Haiti's current year coffee crop due to climatic and cyclical factors and by a 25 percent decline in world market prices for coffee.

<sup>1</sup> For text of the treaty and accompanying memorandum, see BULLETIN of Feb. 7, 1955, p. 238.

In his letter to the Acting ICA Director, Minister Theard observed that this assistance, together with financial and technical assistance currently being provided by ICA to Haiti, "will do much to re-establish conditions under which the welfare of the Haitian people may be improved."

## Art Jury Appointed To Select Works for U.S. Exhibit at Moscow

White House press release dated February 24

With the approval of the President, a four-man jury has been appointed to select examples of distinguished American art for the American National Exhibition at Moscow next summer.

The exhibition will be held in accordance with an agreement signed last September 10 between the United States and the Soviet Union which provides, reciprocally, for exhibits to be held at Moscow and New York during the summer of 1959 "devoted to the demonstration of the development of science, technology, and culture."<sup>1</sup>

George V. Allen, coordinator of the exhibition and Director of the United States Information Agency, designated the committee to select some 50 paintings and 30 works of sculpture as part of the cultural display at the exhibition in Sokolniki Park. The members of the committee are Franklin C. Watkins, Lloyd Goodrich, Henry Radford Hope, and Theodore Roszak.

Mr. Watkins, born in New York City, is an instructor of painting at the Pennsylvania Academy of Fine Arts, Philadelphia, Pa. He studied at the University of Virginia, is a member of the National Institute of Arts and Letters, and has won prizes at numerous art shows here and abroad.

Mr. Goodrich, born in Nutley, N.J., is director of the Whitney Museum of American Art, New York City, an author of a number of books on American artists, among them, *Thomas Eakins, His Life and His Work* and *American Watercolor and Winslow Homer*. He attended the Art Students League and the National Academy of Design and was an associate editor of *The Arts* and assistant art critic for the *New York Times*.

Henry Radford Hope, of Bloomington, Ind.,

<sup>1</sup>For texts of agreements of Sept. 10, 1958, and Dec. 29, 1958, see BULLETIN of Oct. 13, 1958, p. 577, and Jan. 26, 1959, p. 132.

is chairman of the Fine Arts Department of Indiana University and editor of the *College Art Journal*, national publication of the college art associations. He studied at the Sorbonne at Paris and received his Ph. D. from Harvard University. He is a member of the College Art Association, the American Federation of Arts, the Midwestern College Art Conference, and the U.S. National Commission for UNESCO. He is a native of Chelsea, Mass. He is the author of books on Braque and Lipschitz.

Theodore Roszak, distinguished American sculptor, will assist in selecting the works of sculpture for the exhibition. Born in Poland, he came to the United States in 1909. He studied at the Art Institute of Chicago, the National Academy of Design at New York, and Columbia University. He has been on the faculty of Sarah Lawrence College, Bronxville, N.Y., since 1941. Mr. Roszak has exhibited in museums here and abroad and is the recipient of numerous awards, among them: the Eisendrath Award, the Frank H. Logan Medal, and the George E. Widener Gold Medal.

The first official U.S. exhibition ever to be held in the Soviet Union will include, in addition to cultural displays, scientific, educational, and technological exhibits designed to further Soviet understanding of life in America.

The United States Information Agency, the Department of Commerce, the Department of State, private industry, and other nongovernmental groups are cooperating in the mounting of the Moscow exhibition. General manager of the project is Harold C. McClellan.

## U.S. and Poland To Hold Talks on Economic and Claims Matters

### ECONOMIC DISCUSSIONS

Press release 142 dated February 27

When the economic agreements were signed on February 15, 1958,<sup>1</sup> the Polish Government expressed the desire to make additional purchases of agricultural and other commodities in the United States, and the U.S. Government indicated its willingness to discuss such purchases at a mu-

<sup>1</sup>BULLETIN of Mar. 3, 1958, p. 349.

tually convenient date. Economic talks will begin next week at Washington and will be conducted by representatives of the Department of State and of other interested agencies with representatives of the Polish Embassy.

### **NATIONALIZATION CLAIMS**

Press release 143 dated February 27

When the economic agreements were signed on February 15, 1958, between the United States and Poland, reference was made to the negotiation of a lump-sum settlement of claims for the nationalization or other taking of property of American nationals by the Polish Government. The U.S. Government has now completed its study of the information available regarding such claims, and it is expected that the negotiations for the lump-sum settlement will commence next week.

When a settlement is made, the Foreign Claims Settlement Commission of the United States will have the responsibility, under the International Claims Settlement Act of 1949, as amended, to receive and determine the validity and amount of claims of American nationals whose property has been nationalized or otherwise taken by the Polish Government. The Foreign Claims Settlement Commission will not, however, be able to plan its program until the terms of the proposed settlement are agreed upon, or to receive and determine claims until the Congress appropriates funds for the expenses of administering this program. Accordingly, it is not possible to predict at this time when individual claims may be filed with that Commission for determination.

### **Development Loans**

#### *Israel*

The Development Loan Fund was authorized on February 20 to make a \$5 million loan to the Israel Industrial Institution, Ltd., to help finance the expansion of small private enterprises in Israel. (For details, see Department of State press release 130 dated February 20.)

#### *Pakistan*

The United States signed on February 18 four agreements by which Pakistan will receive from

the Development Loan Fund up to \$56.5 million to be used to install tubewells to reclaim saline and waterlogged lands, establish an electric high-tension grid in West Pakistan, help complete the Karnafuli multipurpose power and flood-control project in East Pakistan, and to help in the long-range rehabilitation of Pakistani railways. (For details, see Department of State press release 123 dated February 18.)

### **Export-Import Bank Completes 25 Years of Operation**

The Export-Import Bank of Washington on February 11 completed 25 years of operations in support of U.S. overseas trade.

While providing direct assistance to U.S. exporters in cooperation with private banks and financial institutions, the Bank became the first public agency, either national or international, to arrange credits for large-scale economic development throughout the world.

The Bank was founded February 12, 1934, with a capitalization of \$11 million. Today it is authorized to have loans and guaranties outstanding at any one time of \$7 billion.

In 25 years the Bank has—

- Authorized over \$10 billion in some 1,600 individual credits;
- Disbursed over \$6.6 billion (an additional \$1.6 billion is committed for disbursements);
- Collected \$3.3 billion in repayment;
- Earned gross profit of \$997.6 million;
- Paid \$438 million to the U.S. Treasury as interest and dividends;
- Paid all administrative expenses out of earnings;
- Charged off losses of \$2.9 million;
- Retained net profits of \$536 million as reserves; and
- Encouraged more than \$1 billion in private investment abroad.

The Export-Import Bank made its first credits for economic development abroad in the late 1930's and has continued making these credits, either to private borrowers or to governments, for more

than 20 years. Most of the various programs for economic development have followed in general the path pioneered originally by the Export-Import Bank.

In Africa, Asia, Europe, Latin America, and Oceania, the Bank has assisted the development of steel mills; iron, copper, nitrate, manganese, and uranium mining; electric power installations; cement mills; fertilizer plants; chemical plants; innumerable types of industrial plants; large-scale irrigation projects; highways; ports; and public works. The immediate result of these credits has been to provide hundreds of thousands of orders for U.S. industries throughout the country and many millions of hours of employment for American workers. In addition these projects have resulted in economic growth abroad which has permanently expanded U.S. overseas markets.

Throughout its 25 years the Bank has maintained a flexible lending policy designed to meet changing conditions of world trade incident to a world economic depression, a world war, and a period of reconstruction and development. It has done so within the three basic concepts which Congress has written into its governing statutes: to "aid in financing and to facilitate exports and imports and exchange of commodities" between the United States and other countries; to "supplement and encourage and not compete with private capital"; and to make loans that shall "in the judgment of the Board of Directors offer reasonable assurance of repayment."

In addition to its loans running into billions for economic development projects, the Bank has made hundreds of small loans to assist sales abroad of individual pieces of equipment, has lent approximately \$1 billion to finance export sales of U.S. cotton (among other commodities), and has made various types of balance-of-payments credits to assist other governments in maintaining essential trade relations with the United States.

The Export-Import Bank has actively encouraged new private investment abroad. Since 1952, the earliest year for which complete statistics are available, credits by the Bank have resulted in concurrent loans and participations and equity investment by U.S. private interests in excess of \$880 million without guaranty from Eximbank.

## Member of Advisory Commission on Educational Exchange Confirmed

The Senate on February 19 confirmed Franklin D. Murphy to be a member of the U.S. Advisory Commission on Educational Exchange for a term of 3 years expiring January 27, 1962, and until his successor has been appointed and qualified.

### TREATY INFORMATION

## Current Actions

### MULTILATERAL

#### Trade and Commerce

Protocol relating to negotiations for the establishment of new schedule III—Brazil—to the General Agreement on Tariffs and Trade. Done at Geneva December 31, 1958. Enters into force on day on which it has been accepted by all contracting parties to the general agreement.

*Signatures:* Brazil, December 31, 1958; Finland, January 23, 1959; United States, February 10, 1959.

Procès-verbal containing schedules to be annexed to the protocol relating to negotiations for the establishment of new schedule III—Brazil—to the general agreement. Signed by the United States and Brazil February 10, 1958.<sup>1</sup>

### BILATERAL

#### Mexico

Agreement further amending the first memorandum of understanding to the agricultural commodities agreement of October 23, 1957, as amended (TIAS 3935, 4070, and 4129). Effected by exchange of notes at Mexico City February 17, 1959. Entered into force February 17, 1959.

#### Turkey

Agricultural commodities agreement under title I of the Agricultural Trade Development and Assistance Act of 1954, as amended (68 Stat. 455; 7 U.S.C. 1701-1709), with exchange of notes. Signed at Ankara February 13, 1959. Entered into force February 13, 1959.

#### United Kingdom

Agreement amending the agreement of June 8 and 15, 1954, relating to a special program of facilities assistance, as extended (TIAS 2998 and 3259). Effected by exchange of notes at London February 3 and 13, 1959. Entered into force February 13, 1959.

#### Uruguay

Agricultural commodities agreement under title I of the Agricultural Trade Development and Assistance Act of 1954, as amended (68 Stat. 455; 7 U.S.C. 1701-1709), with exchange of notes. Signed at Montevideo February 20, 1959. Entered into force February 20, 1959.

<sup>1</sup> Not in force.



## Migration From Europe in 1958

### ELEVENTH SESSION OF EXECUTIVE COMMITTEE AND NINTH SESSION OF COUNCIL OF THE INTERGOVERNMENTAL COMMITTEE FOR EUROPEAN MIGRATION

by George L. Warren

The Intergovernmental Committee for European Migration (ICEM) was organized on the initiative of the United States at the Brussels Conference on Migration in 1951 to facilitate the movement of migrants and refugees from overpopulated areas in Europe. The Council, composed of all 28 member governments of the Committee, and the Executive Committee of 9 governments were established under the ICEM constitution, which came into force in 1954.

The 9th session of the Council was convened at Geneva on November 13 and adjourned on November 19, 1958. The Executive Committee was convened in its 11th session on November 4 and adjourned on November 19, 1958. Henrique de Sousa Gomes (Brazil) presided as chairman of the Council and Eric O. Baron van Boetzel (Netherlands) as chairman of the Executive Committee. All members of the Council were represented except Paraguay and the Federation of Rhodesia and Nyasaland. Peru, the Dominican Republic, the United Kingdom, and Uruguay were represented as observers. Specialized agencies of the United Nations, the Council of Europe, and voluntary organizations active in the field of migration also participated as accredited observers.

• Mr. Warren is Adviser on Refugees and Displaced Persons, Department of State. He served as principal adviser to the U.S. delegations at the 11th session of the ICEM Executive Committee and the 9th session of the ICEM Council.

Roderic L. O'Connor, Administrator of the Bureau of Security and Consular Affairs of the Department of State, was the U.S. representative at the Council. Robert S. McCollum, Deputy Administrator, Bureau of Security and Consular Affairs, as alternate, represented the United States at the meetings of the Executive Committee. Representatives Francis E. Walter, Frank Chelf, and De Witt Hyde, were members of the U.S. delegation.

#### Report of the Director on Progress During 1958

The Director, Marcus Daly, of the United States, reported a revised estimate of total movement under ICEM auspices in 1958 of 94,000. Movements in 1958 were lower than in any preceding year since 1953, owing in large part to the need which many immigration countries were facing for time in which to absorb the comparatively larger numbers of immigrants received during 1957 and also to the reduced economic pressures on migrants in Europe to emigrate. The Director pointed out that, although approximately 35 percent of all migrants from the important emigration countries in Europe were still being moved under the auspices of ICEM, this proportion had been maintained in recent years because of the higher movement of refugees which compensated for an apparently declining movement of indigenous migrants. This development had coincided with an increase in the intra-European movement of workers in recent years. The Netherlands representative, B. W. Haveman, expressed caution concerning the tendency to draw too



ready conclusions as to the trends of overseas movement from Europe from the statistics of 1 year of ICEM's experience. Migration movements took place as a result of many complex and not necessarily related causes, the effects of which might well be reflected over longer periods of time than that of a given year's operations. Beyond this intervention there was general expression of interest and support of ICEM's efforts in collaboration with the International Labor Office, the United Nations, and the Organization for European Economic Cooperation to compile statistics of overseas migration from European countries which might prove helpful in charting ICEM's operations in future years.

The Director also reported a continuing flow of Yugoslav refugees into Austria and Italy and noted that the outward movement of Yugoslavs from those two countries was not keeping pace with the influx. The flow of refugees from Egypt to Italy, Greece, and France was at a lower pace than in 1957, reflecting in part reduced opportunities for such refugees to move immediately overseas from Europe. In the light of the lower movements from Europe in 1958 the Director urged an effort by ICEM to secure greater simplification and standardization of government procedures in the recruiting and processing of migrants for emigration and reorganization and improvement of the services supplied by ICEM at both ends of movement. In this connection many government representatives expressed interest in the possibilities of expanding ICEM's efforts in the areas of language and vocational training and the dissemination of comprehensive information to prospective migrants of the conditions of living and employment in the countries of immigration to which they were destined.

In the general discussion which followed the Director's report many government representatives, while expressing support for the development of services which could be shown in fact to facilitate migration, nevertheless stressed the primary importance of ICEM's function to organize and finance the actual movement of migrants who would not otherwise be able to emigrate.

#### **Report on Movement of Refugees of European Origin From the Far East**

The Director reported that between January 1 and October 31, 1958, 1,621 refugees of European

origin had been removed from mainland China through Hong Kong by the joint efforts of the United Nations High Commissioner, the voluntary agencies, and ICEM. 10,451 had previously been removed between 1952 and 1957. It was indicated that 2,178 would be resettled in overseas countries in 1958 by December 31. Government contributions and other income for this purpose in 1958 totaled \$1,164,338 by October 31, and further contributions had already been pledged by Australia, Canada, and the United States. By January 1, 1959, some 9,500 would remain on mainland China awaiting resettlement. Reports were current at the session of the Council that the position of the remaining refugees had become increasingly critical and that there was urgent need of raising some \$4,600,000 as soon as possible to accomplish the rescue of the remaining group in the emergency. The Council authorized the Director to join with the United Nations High Commissioner in making an immediate appeal to governments for the funds required for overseas transport. As the Council adjourned the United Kingdom offered to transport by airplane without cost to ICEM approximately 140 refugees for whom placement had been arranged in institutions in European countries.

#### **Revised Budget and Plan of Operations for 1958**

The reduction in total movements for 1958 to an estimated 94,000 did not result in savings on the administrative budget, which remained at \$3,242,544. However, estimated expenditures on operations were reduced from the earlier estimate of \$31,650,234 to \$25,474,972. Of the total movements the resettlement of Hungarian refugees accounted for 6,250 and the movement of refugees arriving in Europe from Egypt, 2,095.

#### **Pilot Projects**

At the 8th session<sup>1</sup> the Council had given consideration to the initiation of certain pilot projects with a view to the demonstration and testing of migration procedures and techniques. The general objective was to improve the selection and the qualifications of migrants to meet the develop-

<sup>1</sup> For an article by Mr. Warren on the 8th session of the Council and the 10th session of the Executive Committee, see *BULLETIN* of Aug. 11, 1958, p. 255.

ing requirements of receiving countries for better balance between skilled and unskilled migrants in their total immigration intakes. After the re-examination of various projects the Director formally proposed at the 9th session the adoption of two pilot projects for the year 1959.

One project, at a total cost of \$60,000 to ICEM, was designed to supply additional training in Canada for a period of 8 months to emigration and immigration officials to be nominated by governments with a guaranty of placement in the services of the nominating governments on completion of the course. The Canadian Government had offered to supply the training facilities.

The other project, involving a total expenditure for ICEM of \$298,000 in 1959, proposed the vocational training in Italy of 300 migrants selected for emigration overseas. The Italian Government had undertaken to organize vocational training under the direction of the International Labor Office for 370 workers destined for employment in European countries and 300 destined for emigration overseas. Beyond an initial lump-sum payment of \$100,000 by ICEM to assist in the establishment of the joint training center, the Director proposed that ICEM provide a per capita amount of assistance for each migrant trained who actually emigrated overseas up to a maximum total expenditure of \$198,000.

After full examination and discussion the Council approved both projects and authorized the expenditure of \$359,000 for their implementation in 1959. The U.S. representative advised the Council of an allocation of \$250,000 out of the total U.S. contribution to operations in 1959 in support of the projects. Other representatives indicated a willingness on the part of their governments to support the projects financially. Decisions as to the role ICEM may play financially in the future in the broader application of the findings of the projects were deferred until experience can be gained from the operation of the projects.

#### **Budget and Plan of Operations for 1959**

After certain revisions the Council adopted an estimate of total movement for 1959 of 124,800. The budget for administration was established at \$2,975,000 and for operations, including pilot

projects, at \$33,149,733. The requirements in government contributions to the special fund, which are in addition to per capita contributions based on actual movements, totaled \$2,459,240. The special fund was created in 1956 to supply required additional income to cover the shortfall in per capita contributions in meeting the total costs of transport, the services supplied by ICEM at both ends of movement, and expenditures for technical assistance to governments interested in improving their emigration or immigration administrations.

#### **Advance Plan of Operations for 1960**

The Council noted as a matter of information the Director's advance estimate of movement in 1960 of 129,000, a slight increase over 1959, and deferred further action on plans for 1960 until the 11th session.

#### **Election of Panama to Membership in ICEM**

On information received that the Government of the Republic of Panama had accepted ICEM's constitution and was prepared to make a contribution of 0.12 percent of the total administrative expenditures, the Council unanimously elected Panama to membership in ICEM as the 28th member government.

#### **General Discussion**

During the course of the 9th session the Director presented a statement of observations based on his first 6 months of experience in the post. After reviewing the operations and financial problems which the Committee faces, he made a special plea for the expansion of migration services to be supplied by the Committee and envisaged activities which might influence or facilitate the total flow of migration from Europe without reference solely to movements taking place directly under ICEM auspices.

The Italian representative, Giuseppe Lupis, Under Secretary of State for Foreign Affairs, in supporting the Director's suggestions pointed out that movements from Italy under ICEM auspices had been steadily decreasing, that commercial shipping facilities were no longer in short supply in the Atlantic, and that the requirement for the future in the field of migration was to place

the appropriate emigrant in the most suitable post abroad with the least possible delay and expense. He complimented ICEM for the success achieved to date in applying the separate resources of governments to common objectives in the field of migration and demographic equilibrium and made a plea for greater internationalization of the migration process as an aid to the economy and defense of the free world. ICEM, he said, had already made an impressive beginning in creating and applying new techniques in migration based on multilateral collaboration and experience and this development should be accelerated without particular concern as to the auspices under which migrants actually moved.

This concept of ICEM services as activities not necessarily related to movements under ICEM auspices did not find unanimous support among other government representatives. Many stressed the particular importance of ICEM's transport services to their governments and the close relationship of services to actual movements. The Australian representative, Gordon Jockel, pointed out that ICEM's function of pooling the contributions of governments, migrants, and voluntary agencies was essential for the continuing movement of those migrants not in a position to supply all of their own transportation costs and that the unilateral "assisted passage" schemes of many governments were inadequate to provide for all of the desirable movement of immigrants which would prove possible. He also stressed the continuing need for ICEM to organize and provide transport facilities on the Australian route, which is not attractive to commercial interests because of the lack of return passenger traffic from Australia to Europe. The Danish representative, Tyge Haarlov, was not prepared to visualize the application of ICEM services to migrants not actually moved under ICEM auspices.

The Netherland and Australian representatives, in discussing promotional activities which ICEM might undertake, suggested the wisdom of promoting studies which would disclose the interrelationship between migration and the flow of investment capital and development funds to immigration countries. The Netherland representative reported that the results of recent studies in the Netherlands showed that unemployment was not a precipitating cause of emigration from that country but that such emigration would be sub-

stantially stimulated if investment capital could be supplied to insure adequate housing and farmlands for immigrants in the immigration countries. In commenting upon the flow of funds for economic development to underdeveloped countries, the Netherland representative pointed out that the flow of immigrants took place normally to those countries whose economies were in a state of vigorous growth and expansion rather than to many countries in which the economies presently assisted by external development funds were in a much earlier stage of stimulation.

The U.S. representative expressed support of the current effort within ICEM to develop new methods of facilitating migration, particularly through the instrumentality of experimental pilot projects. He pointed out that in undertaking pilot projects ICEM was making no implied advance decision that the findings of the projects would be applied in depth and breadth on the basis of ICEM financing. He hoped that the projects would stimulate governments to undertake directly the services involved, once the demonstration of their value had been made by ICEM. Whatever broadening of ICEM's functions might take place should always proceed under the provisions of ICEM's constitution and the resolutions previously adopted by the Council, which, in his view, were sufficiently flexible to provide for sound development. He complimented the Council for establishing for the first time in the operational budget for 1959 the specific expenditures for different categories of services and the anticipated shortfall in per capita income in relation to total transport costs. Government members were now clearly challenged to provide ICEM with adequate income to meet these expenditures either through contributions to the special fund or through contributions allocated for specific purposes. He joined other representatives in stressing the continuing importance of ICEM's transport function, which it was essential to preserve without impairment. No formal action was taken by the Council on the basis of the general discussion.

ICEM moved a total of 854,705 migrants and refugees between February 1952 and December 1958. Refugees of all categories constituted 46 percent of all movements. Hungarian refugees were the largest distinguishable group—100,547. European refugees from mainland China totaled



12,269 and refugees from the Middle East (Egypt), 7,732.

#### **Election of the Executive Committee for 1959**

The Spanish representative, Luis Garcia de Llera, made a strong plea for the election of Spain to membership in the Executive Committee based on the importance of Spain as an emigration country and the capacities of Spanish migrants to adjust readily in the economies of the Latin American countries of immigration. Although the Council did not find it possible to satisfy Spanish aspirations in 1959, much thought was given by the Council to the problem of securing greater rotation in the membership of the Executive Committee in the future. Argentina, Australia, Brazil, Canada, Italy, Sweden, Germany, the Netherlands, and the United States were elected to serve on the Executive Committee for 1959.

The Council adjourned the 9th session on November 19, 1958, and resolved to convene the 10th session early in April 1959.

#### **Alternate Delegates Confirmed to Thirteenth General Assembly**

The Senate on February 19 confirmed Benjamin Gerig and Mason Sears to be alternate representatives of the United States to the 13th session of the General Assembly of the United Nations.

#### **U.S. Employees of International Units To Retain Civil-Service Rights**

White House press release dated February 12

##### **WHITE HOUSE ANNOUNCEMENT**

The President signed on February 12 an Executive order designed to protect the rights of Federal employees who serve with international organizations. The order is also expected to help in overcoming the recruitment difficulties which such organizations are facing.

The order delegates to the Civil Service Commission the authority of the President to prescribe

the rules and regulations necessary to carry out the provisions of the Federal Employees International Organization Service Act. The regulations will clarify the procedures relative to the detail and transfer of Federal employees to international organizations and will protect their rights and privileges, including rights to Federal retirement, insurance, and injury compensation; the right to either receive a lump-sum payment for annual leave or retain credit for that leave; and the right of reemployment in the Federal service with appropriate service credit for the time spent with the international organization.

Among the international organizations involved are the United Nations and its specialized agencies, such as the Food and Agriculture Organization, the United Nations Educational, Scientific and Cultural Organization, and the International Labor Organization, as well as the Pan American Union and the International Atomic Energy Agency.

The Federal Employees International Organization Service Act authorizes and encourages details and transfers of Federal employees to international organizations for periods of service up to a maximum of 3 years. The act and the order reflect the administration's concern over the fact that in recent years international organizations have encountered increasing difficulty in recruiting qualified American professional personnel for work in their secretariats and technical assistance programs. Now, under the authority of the act and the new Executive order, employees of the Federal Government will be more readily available for service with international organizations. Thus one means of helping overcome the present recruitment difficulty will be provided these organizations.

The order makes qualified revocations of earlier Executive orders relating to the transfer of Federal employees to certain international organizations. Employees who have previously transferred to such organizations will be able to retain all rights and benefits to which they may be entitled under the earlier orders and, if they so elect, to continue their service under those earlier orders rather than obtaining coverage under the Federal Employees International Organization Service Act and the regulations to be issued under the order of February 12.



## EXECUTIVE ORDER 10804<sup>1</sup>

DELEGATING TO THE CIVIL SERVICE COMMISSION THE AUTHORITY OF THE PRESIDENT TO PRESCRIBE REGULATIONS UNDER THE FEDERAL EMPLOYEES INTERNATIONAL ORGANIZATION SERVICE ACT

By virtue of the authority vested in me by section 301 of title 3 of the United States Code, and as President of the United States, it is ordered as follows:

SECTION 1. There is hereby delegated to the United States Civil Service Commission the authority vested in the President by section 5 of the Federal Employees International Organization Service Act (72 Stat. 961).

SEC. 2. Executive Order No. 9721 of May 10, 1946;<sup>2</sup> Executive Order No. 10103 of February 1, 1950;<sup>3</sup> and Executive Order No. 10774 of July 25, 1958,<sup>4</sup> insofar as it affects any employee covered by section 6(a) of the International Atomic Energy Agency Participation Act of 1957 prior to the repeal of that section by the Federal Employees International Organization Service Act, are revoked except that each shall be considered to remain in effect with respect to any employee subject thereto serving with an international organization on the date of enactment of the Federal Employees International Organization Service Act who does not elect to have coverage under the latter Act pursuant to the provisions of section 6 of that Act, and for the purposes of any rights and benefits vested under each such order prior to the date of the enactment of the Federal Employees International Organization Service Act.

*Dwight D. Eisenhower*

THE WHITE HOUSE,  
February 12, 1959.

## Current U.N. Documents: A Selected Bibliography<sup>4</sup>

### Security Council

Decisions Taken and Resolutions Adopted by the Security Council During the Year 1958. Prepared by the Department of Political and Security Council Affairs. S/INF/13. January 21, 1959. 14 pp. mimeo.

Letter Dated 26 January 1959 From the Permanent Representative of Israel Addressed to the President of the Security Council Regarding the Israel-Syrian Border. S/4151 and Corr. 1. January 27, 1959. 3 pp. mimeo.

Letter Dated 27 January 1959 From the Acting Perma-

<sup>1</sup> 24 Fed. Reg. 1147.

<sup>2</sup> Not printed.

<sup>3</sup> For text, see BULLETIN of Sept. 8, 1958, p. 394.

<sup>4</sup> Printed materials may be secured in the United States from the International Documents Service, Columbia University Press, 2960 Broadway, New York 27, N.Y. Other materials (mimeographed or processed documents) may be consulted at certain designated libraries in the United States.

nent Representative of Pakistan Addressed to the President of the Security Council Regarding Kashmir. S/4152. January 28, 1959. 2 pp. mimeo.

Report of the Acting Chief of Staff of the United Nations Truce Supervision Organization in Palestine on the Incident of 23 January 1959. S/4154 and Corr. 1. January 29, 1959. 5 pp. mimeo.

### General Assembly

Executive Committee of the High Commissioner's Programme. Note on the Status of Governmental and Private Contributions to UNHCR Programmes. A/AC.96/9. December 16, 1958. 11 pp. mimeo.

Executive Committee of the High Commissioner's Programme. 1959 Programme for Legal Assistance. A/AC.96/14. December 19, 1958. 5 pp. mimeo.

Executive Committee of the High Commissioner's Programme. Programme for Non-Settled Refugees Living Outside Camps. A/AC.96/12. December 20, 1958. 24 pp. mimeo.

Executive Committee of the High Commissioner's Programme. Progress Report on Programme for New Hungarian Refugees. A/AC.96/6. December 29, 1958. 31 pp. mimeo.

Executive Committee of the High Commissioner's Programme. Action Taken by the UNREF Executive Committee Under General Assembly Resolution 1166 (XII). A/AC.96/8. December 29, 1958. 10 pp. mimeo.

Executive Committee of the High Commissioner's Programme. Far Eastern Operation. A/AC.96/11. December 29, 1958. 8 pp. mimeo.

Executive Committee of the High Commissioner's Programme. Report and Recommendations of Refugee Housing in Germany by Philip Arctander. A/AC.96/10. December 30, 1958. 17 pp. mimeo.

United Nations Conference on the Elimination or Reduction of Future Statelessness. Denmark: Memorandum with Draft Convention on the Reduction of Statelessness. A/Conf. 9/4. January 15, 1959. 25 pp. mimeo.

Question of Measures To Prevent Surprise Attack. Letter dated 16 January 1959 from the Permanent Representative of the Union of Soviet Socialist Republics, addressed to the Secretary-General. A/4080 (S/4149). January 19, 1959. 2 pp. mimeo.

### Economic and Social Council

Economic Commission for Africa: Summary of Current Programmes of the United Nations and Specialized Agencies Relating to Africa. Prepared by the Secretariat. E/CN.14/5. November 26, 1958. 72 pp. mimeo.

Commission on the Status of Women. Information Concerning the Status of Women in Trust Territories. Report by the Secretary-General. E/CN.6/338. December 5, 1958. 51 pp. mimeo.

Commission on Human Rights. Periodic Reports on Human Rights. Summary prepared by the Secretary-General. E/CN.4/757/Add. 5. December 5, 1958. 89 pp. mimeo.

Inter-Agency Agreements and Agreements Between Agencies and Other Inter-Governmental Organizations. Proposed Agreement between the International Atomic Energy Agency and the Food and Agriculture Organization of the United Nations. E/3192. December 16, 1958. 7 pp. mimeo.

Commission on the Status of Women. Information Concerning the Status of Women in Non-Self-Governing Territories. Report by the Secretary-General. E/CN.6/339. December 17, 1958. 21 pp. mimeo.

Economic Commission for Africa. Programme of Work and Priorities. The provision of training. E/CN.14/4/Add.1. December 17, 1958. 4 pp. mimeo.

Economic Commission for Africa. International Collabo-

ration in Respect of Non-Self-Governing Territories in Africa. E/CN.14/10. December 17, 1958. 2 pp. mimeo.

Transport and Communications Commission. Final Report on the Work of the Transport and Communications Commission and Recommendations for the Future (Economic and Social Council resolution 693 B(6) (XXVI)). E/CN.2/189. December 18, 1958. 7 pp. mimeo.

## DEPARTMENT AND FOREIGN SERVICE

### Designations

Carson O. Crocker as director of the U.S. Operations Mission, Honduras, effective February 27. (For biographic details, see press release 144.)

William J. Sheppard as Deputy Operations Coordinator, effective February 22.

### Reorganization of the Bureau of Intelligence and Research

Effective February 22 the Bureau of Intelligence and Research has been reorganized.

The Office of Intelligence Research and Analysis and its constituent divisions are abolished.

The Office of Intelligence Resources and Coordination continues and will be composed of the Library Division (LR) and the Division of Intelligence Collection and Distribution (ICD).

The Special Projects Staff is abolished and in its stead the Office of Current Intelligence Indications (RCI) is created.

Offices of Research and Analysis for the American Republics (RAR), Asia (RAS), Mid-East and Africa (RME), the Sino-Soviet Bloc (RSB), and Western Europe (REU) are created.

The Office of Functional and Biographic Intelligence (RFB) is also created and is composed of the Division of Biographic Information, the Division of Functional Intelligence, and the Division of External Research. The National Information Coordinator's staff is also transferred to this office.

### New Consulate Opens at Kaduna, Nigeria

Press release 119 dated February 17

The United States opened a new consulate at Kaduna, capital of the Northern Region of the Federation of Nigeria, on February 13, 1959. The consular district will consist of the Northern Region of Nigeria and will operate under the supervision of the American consul general in Lagos. The Federation of Nigeria, with a population of approximately 35 million, is scheduled to become independent in 1960.

Clifford J. Quinlan is the consul.

### U.S. Opens Embassy in Guinea

The Department of State announced on February 16 (press release 118) that the United States opened a new embassy at Conakry, capital of the Republic of Guinea, on February 13. Guinea, which was formerly a territory of French West Africa, chose independence through the French constitutional referendum of September 28, 1958. In December 1958 the Republic of Guinea, with a population of approximately 2.5 million, was admitted to full membership in the United Nations.<sup>1</sup>

Robert Watland Rinden, a career Foreign Service officer, will be in charge of the embassy pending appointment of an ambassador.

<sup>1</sup> BULLETIN of Jan. 12, 1959, p. 52.

### Opening of Consulate at Cochabamba

Department mailing notice dated February 18

A consulate at Cochabamba, Bolivia, was established January 1 and opened to the public January 23. Charles Gilbert has been designated as principal officer.

The consular district for Cochabamba will include the following Bolivian Departments: Chuquisaca, Cochabamba, El Beni, Pando, Potosi, Santa Cruz, and Tarija.

The consular district for the American Embassy at La Paz has been reduced to the following two Departments: La Paz and Oruro. The Embassy will supervise the administration at Cochabamba.

### Check List of Department of State Press Releases: February 23-March 1

Press releases may be obtained from the News Division, Department of State, Washington 25, D.C.

Releases issued prior to February 23 which appear in this issue of the BULLETIN are Nos. 118 of February 16, 119 of February 17, 123 of February 18, 128 and 129 of February 19, and 130 of February 20.

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†136	2/24	Diversion of waters of Lake Michigan.
137	2/24	Annuity payment to Panama.
138	2/24	Financial assistance for Haiti.
*139	2/25	Birthday greetings to Secretary Dulles.
140	2/26	Rountree: Civitan Club, Macon, Ga.
*141	2/26	Mrs. Luce nominated Ambassador to Brazil (biographic details).
142	2/27	Economic discussions with Poland.
143	2/27	Settlement of nationalization claims with Poland.
*144	2/27	Crocker sworn in as director, USOM/Honduras (biographic details).
145	2/28	North Atlantic Council to visit U.S.

\*Not printed.

† Held for a later issue of the BULLETIN.

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